USAID/GUINEA

FY 1999

RESULTS REVIEW & RESOURCE REQUEST (R4)



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FY 1999 R4

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LIST OF ACRONYMS

AGBEF Association Guineenne pour le Bien-Etre Familiale

AIDS Acquired Immunity Deficiency Syndrome
AIDSCAP AIDS Control and Prevention Project

AIM AIDS Impact Modeling

AMF Agricultural Marketing Foundation

AMIP Agricultural Marketing Investment Project

AMLGF Agricultural Marketing Loan Guarantee Fund

AVSC Association for Voluntary and Safe Contraception

BCRG Central Bank of Guinea
CBD Community Based Distribution

CDIE Center for Development Information and Evaluation

CDR Rural Development Municipality/Commune de Développement Rural CLUSA/NCBA Cooperative League-USA/National Cooperative Business Association

CPR Contraceptive Prevalence Rate
CYP Couple Years of Protection

DAAF Central Division of Finance and Administration

DHS Demographic and Health Survey
ESAF Enhanced Structural Adjustment Facility

ESAF Enhanced Structural Adjustment Facility
ESRP Education Sector Reform Program

FDHIRD Fouta Djallon Highlands Integrated Rural Development

FP Family Planning

IFPA International Family Planning Association

GDP Gross Domestic Product GER Gross Enrollment Rate

GNRM Guinea National Resources Management GOG Government of the Republic of Guinea

GTZ German Technical Cooperation

IEC Information, Education and Communication

HIV Human Immunodeficiency Virus IMC Inter-Ministerial Committee IMF International Monetary Fund

IRBD International Bank for Reconstruction and Development

MAEF Ministry of Agriculture, Livestock and Forestry

MEN National Ministry of Education
MEPU Ministry of Pre-University Education

NCBA/CLUSA National Cooperative Business Association/Cooperative League-USA

NEAP National Environment Action Plan NGO Non-governmental Organization

NPA Non-Project Assistance

NRM Natural Resources Management

ORS Oral Rehydration Salt

PSI Population Services International
PASE Education Sector Adjustment Program
PRIDE Rural Enterprise Development Project

PVO Private Voluntary Organization

SAAF Administrative Services of Financial Affairs/Services Administratifs des

Affaires Financières

SMC Social Marketing of Contraceptives Project

WB World Bank/International Bank for Reconstruction and Development

UCOFIS Unions de Cooperatif Finnciers/Financial Cooperative Unions

UNDP United Nations Development Program UNFPA United Nations Family Planning Agency

Part I

Overview and Factors Affecting Program Performance

The impressive progress which Guinea has made in the transition from a military to a democratic civilian regime has unfortunately been marred by corruption and chronic shortfalls in government revenue. Chronic fiscal deficits were aggravated by a major increase in civil servant salaries in January 1996. A rebellion by military units on February 2-3, 1996, responding to perceived corruption and mismanagement in the administration, seriously shook the foundation of Guinean society and forced the people and the government to undertake a difficult process of introspection.

In a dramatic move to turn around a seriously bankrupt system, President Conte appointed a new government in July 1996 headed by a prime minister and a team of technocrats with a mandate to improve the management of the State's finances. The new government adopted courageous measures to reduce State expenditures and redress widespread fraud in government, particularly at customs. Based on the confidence engendered by these acts, the IMF signed with the new government an enhanced structural adjustment facility to improve government revenues and control fiscal deficits. A very recent realignment of the prime minister's responsibilities and a shuffling of the financial/economic portfolio have again raised questions about the government's commitment to reform but it is too early to evaluate this change.

Because USAID dramatically restructured its program during 1996 to work at the grass roots through US and local NGOs (with the exception of primary education) these events have had little direct effect on USAID's program performance. Nevertheless, general political and economic conditions do have a bearing on government development programs, and this year the macro conditions have largely supported USAID's restructured program.

Within this context, Guinea continues to make impressive economic and social progress. For example, USAID data show that the agricultural sector is growing at an annual average rate of 4.1%, primary school enrollment has greatly increased, the GOG continues to commit fully 25% of its national budget to primary education, awareness of family planning services and products is growing at rates which surpass planned targets, microenterprises are exploding, particularly those owned by women, and more people have greater access to markets and social services as a result of expanded rural infrastructure, particularly USAID-funded rural roads.

Despite USAID successes, budget cuts and staff reduction threaten to seriously undermine the impressive results and leadership attributed to USAID's efforts during the last five years. These results could not have been obtained without concerted USAID technical assistance and the dedication and commitment of an adequate number of staff. In order for the USAID to build upon its successes and provide the type of leadership which Guinea needs, especially at this critical juncture in its transition to an economic and democratic country, USAID needs to secure funds at least to the levels of FY 95.

The Mission is developing a new Country Strategic Plan with a core program in primary education, population and maternal and child health and HIV/AIDS prevention with a strong possibility of activities in DG and environmental protection. Concomitant with additional budget resources is the need for a staff capable of managing these programs. In the population and health sector, for example, the Mission sorely needs technical expertise to engage our partners and customers. If we are to play our potential role in promoting democracy and governance, we need staff which can support this intensive process. We would like to draw USAID/W's

attention to the opportunities lost which threaten to undermine USAID's leadership and the capacity to help sustain and consolidate the impressive economic, social, political benefits which Guineans are experiencing for the first time in 40 years.			

Part II

Progress Toward Objectives

STRATEGIC OBJECTIVE 1: Growth in Agricultural Markets

A. Performance Analysis

This Strategic Objective (SO) supports the Agency's Broad-Based Economic Growth goal. It contributes directly to the Agency's Objectives "Strengthened Markets" and "Expanded Access and Opportunity for the Poor". Its aim is to promote sustainable growth in agricultural markets through fostering the enabling environment, building rural infrastructure and strengthening private sector capacity to effectively participate in a developing market economy.

USAID and our partners have achieved excellent results since launching this strategy in 1991. According to a recently completed agricultural sector assessment, Guinea's agricultural sector has grown at an annual average rate of 4.1% from 1991 to 1995. The agricultural growth during the same period has been consistently higher than the population growth rate, leading to a net real agricultural growth rate in excess of one per cent per year and placing Guinea among the very few in Africa with such performance.

Domestic markets have expanded as a result of a large increase in food crop production. The increased marketed production combined with stable food imports has resulted in increased per capita food consumption. At the same time, agricultural export earnings have modestly increased despite many marketing problems such as poor organization of production and marketing systems, and inadequate infrastructure.

Much of the progress achieved in SO1 can be attributed to USAID-funded activities which helped create the enabling environment and stimulated the GOG and other donors to invest resources in activities related to agricultural marketing. For example, the demonstrated positive impact of the USAID rural road activity on agricultural marketing (1,700 percent increase in weekly volume of goods transported) has prompted the French government and the World Bank to commit considerable resources in road construction and rehabilitation. The success of PRIDE's micro-enterprise program for the poor has inspired the French Development Fund to fund the two branch offices of PRIDE in Conakry. The Agricultural Marketing and Investment Activity (AMIP) has begun to succeed in promoting exports of Guinean products and in encouraging commercial banks to make credits accessible to the agricultural sector.

Objective-Level Indicators:

- Volume of goods transported between key markets
- 2. Agricultural exports by commodity groups
- 3. Volume of key agricultural imports

Our application of the new partnership initiative (NPI) has been very successful with other donors, international organizations, private businesses and enterprises, PVOs, NGOs and other elements of civil society to foster enabling conditions for the sustainable growth in markets. USAID's Economic Reform Program encouraged withdrawal of the state from commercial activities in production and marketing. Sectoral reforms have created conditions

which favor the emergence of a dynamic private sector. Import tax on agricultural inputs has been eliminated. All of the major public and parastatal organizations which previously grossly distorted economic relationships in the sector have been disbanded. Prices on agricultural commodities and products have been decontrolled and restrictions on movements of goods within the country have been eliminated. Attempts have been made to simplify import and export procedures. The number of road barriers set up by the police and military on national and regional roads which used to hinder the free

movement of goods and increase transaction costs, have been greatly reduced. Policy reform, rural infrastructure and expanded commercial financing have resulted in a virtual explosion of agricultural marketing activity in Guinea.

SO1 Intermediate Result 1.1: Efficient Transport of Agricultural Products

The inadequate road network is one of the most important constraints to the growth in agricultural markets in Guinea. This constraint leads to the exorbitant transport costs, exceedingly long travel times, and high loss of perishable produce during transportation. To overcome this constraint, USAID has funded the rural road activity which rehabilitates roads linking farms to markets and markets to markets.

Indicators:

- 1. Change in transport costs
- 2. Change in travel time
- 3. Change in local farmgate prices for key agricultural commodities

The rural road activity has achieved positive results far exceeding the planned targets, as shown in the data tables. Its tremendous impact on the efficiency of the transportation of agricultural products is manifested in the reduction in transport costs and in travel time. Both travel costs and travel time continued to decline in 1996. The cost per ton decreased from 38,000 GF in 1994 to 22,600 GF in 1996, a reduction of 41% and better than the targeted figure of 34%. Similarly, the average travel time on rehabilitated roads was

reduced by 93%.

The rural road activity has a far-reaching impact because its success has led to more investment by other donors and the GOG in the improvement of the transport and related rural infrastructure throughout Guinea. The road rehabilitation activities have also led to increased health and education services. Seventy percent of the villages located along the rehabilitated roads, now have health centers, as compared to 35% before, and 80% have schools as compared to 40% before. Rural Development Committees have become more active and civil servants who abandoned their posts due to the isolation have returned to their assignments. Thus, the USAID rural road activity has also contributed substantially to the achievement of the USAID's other two Strategic Objectives.

SO1 Intermediate Result 1.2: Increased Sustainable Use of Credit by the Agricultural Sector

The recent agricultural sector assessment has confirmed the limited availability of credits to agricultural production and agribusiness as a principal constraint to market growth. The increased access to

Indicators:

- 1. Number of loans made per year
- 2. Total value of loan
- 3. Percent of ongoing loans that are not current
- 4. Percent of private bank loans going to agriculture

adequate credit is deemed critical for the sustainable increase in production and for the continued expansion of the agricultural markets. USAID addresses the credit issue through PRIDE's micro-enterprise program and the Agricultural Marketing Loan Guarantee Fund (AMLGF) created in 1993.

PRIDE expanded its successful micro-lending program by 29 percent in 1996, providing 13,630 loans for a total value of \$3,444,860, with an extraordinary 97.8% repayment rate. Women comprise 67% of loan recipients.

The AMLGF began accepting loan applications in November 1996, (more than two years later than planned). As of year end, 29 applications for a total loan value of \$1,424,300 were received and are at various stages of the review process. The participating commercial banks are being extra cautious with a new guarantee program owing to the poor repayment rate of the AMF members with respect to medium-sized loans extended in 1995. As of December 1996, 20 of the 22 loans with a total value of \$332,700

provided by participating banks to the AMF members in mid-1995 were delinquent.

SO1 Intermediate Result 1.3: Effective Investment Services for the Agriculture Sector

The growth in agricultural markets in Guinea is impeded by the lack of effective investment services available to the agricultural sector. As the GOG withdrew from commercial activities, the assumption of essential marketing functions by private sector agents has been slower than expected. The AMF offers services to its members to promote investments and exports in the agricultural sector. In addition, USAID's Human Resource Development Program and PRIDE have provided short-term training to

develop and strengthen the capacity of the private sector in enterprise and agribusiness management.

Indicators:

- Percent of AMF members applying for loans
- 2. Percent of AMF approved requests obtaining bank credit
- 3. Percent cost recovery from borrower/investor training programs

B. Expected Progress through FY 1999 and Management Actions

A new SO will replace the current SO-1 in the new Country Strategic Plan starting in October 1997. During the rest of FY 1997, all current activities will focus on consolidating their achievements and/or expanding their impacts. The target of the rural road activity has been revised down to 890 km from targeted 1,295 because of curtailment of the program. PRIDE will accelerate its efforts to become a self-sufficient institution before its completion date in early 1999 while maintaining the good performance of its micro-enterprise program. The AMIP is scheduled to end in September 1997. Because results are just beginning to be realized the Mission will extend this activity if it has a high probability of producing results consistent with the new strategy.

The new SO will be based on the results achieved under the present SO and informed by the findings of the recent agricultural sector assessment. This new SO will likely focus on increasing the efficiency in the marketing of sustainable agricultural production, incorporating a strong environment focus. The rationale is that the growth of agricultural markets has come essentially from increases in areas of land under cultivation and not from any significant increases in per hectare yields. More sub-marginal and marginal lands are being farmed and more woodlands are converted to agriculture by slash and burn practices. Thus, the increase in extensive farming has had an adverse effect on the environment. In order to achieve sustainable food security and conservation of the natural resource base in Guinea, the efficiency in the marketing of agricultural products must be integrated with more sustainable agricultural and resource management practices.

C. Performance Data Tables

OBJECTIVE: Growth in Agricultural Markets

APPROVED: September 1991 COUNTRY/ORGANIZATION: USAID/Guinea

RESULT NAME: Growth in Agricultural Markets (Objective level)

INDICATOR: 1. Volume of goods transported between key markets

UNIT OF MEASURE:	YEAR	PLANNED	ACTUAL
Metric tons per week (average of 5 USAID roads surveyed)	1991		
SOURCE: DNGR/DEVTECH	1992		
of data collection.	1993		
	1994		4.74
COMMENTS:	(B)		
Following an audit of 1995 results an error was detected. The actual volume should read 10.4 metric tons and not 33.6 as previously reported.	1995	15	10.4
	1996	50	87.2
	1997	50	
	1998	60 (T)	

OBJECTIVE: Growth in Agricultural Markets

APPROVED: September 1991 COUNTRY/ORGANIZATION: USAID/Guinea

INTERMEDIATE RESULT NAME 1.1: Efficient Transport of Agricultural Products

INDICATOR 1.1.1: Change in transport cost

UNIT OF MEASURE: Percent change in cost per metric ton	YEAR	PLANNED	ACTUAL
of goods transported.	1991		
SOURCE: DNGR/DEVTECH INDICATOR DESCRIPTION:	1992		
	1993		
COMMENTS: The actual data are for areas served by USAID ROADS only.	1994 (B)		0
	1995	-34	-30
	1996	-34	-41
	1997	-34	
	1998 (T)	-34	

OBJECTIVE: Growth in Agricultural Markets

APPROVED: September 1991 COUNTRY/ORGANIZATION: USAID/Guinea

RESULT NAME 1.2: Increased Sustainable Use of Credit by Agricultural Sector

INDICATOR 1.2.1(a): Number of loans made per year by PRIDE

UNIT OF MEASURE: Total number of loans disbursed by	YEAR	PLANNED	ACTUAL
PRIDE	1991		N/A
SOURCE: VITA/PRIDE Reports	1992		1,375
INDICATOR DESCRIPTION:	(B)		
INDICATOR DESCRIPTION:	1993		5,625
COMMENTS:	1994		11,400
	1995	18,000	10,555
	1996	10,300	13,630
	1997	14,130	
	1998 (T)	15,355	

OBJECTIVE: Growth in Agricultural Markets

APPROVED: September 1991 COUNTRY/ORGANIZATION: USAID/Guinea

INTERMEDIATE RESULT NAME 1.3: Effective Investment Service for the Agricultural Sector

INDICATOR1.3.1: Percent of AMF members applying for loans

UNIT OF MEASURE: Percent of loan requests	YEAR	PLANNED	ACTUAL
SOURCE: AMF/AMLGF	1991		
INDICATOR DESCRIPTION: The data is the ratio of paid-up members applying for loans.	1992		
	1993		
COMMENTS: 1995 actual data is for applicants to the small scale credit facility. Because of non-repayment of these			0
loans, the facility was frozen by the Mission to allow for review of procedures.	1995	50	51.8
1996 actual data is for applicants to the newly opened	1996	50	11.4
Agricultural Marketing Loan Guarantee Fund (AMLGF).	1997	50	
	1998 (T)	50	

STRATEGIC OBJECTIVE 2: Increased Ability of Families to Determine Household Size

A. Performance Analysis

Activities undertaken by Objective 2 support the Agency's goal of stabilizing the world population and protecting human health in a sustainable fashion and USAID's goal of improved economic and social well-being of all Guineans in a participatory society. These goals are achieved through USAID funding to Population Service International (PSI) to furnish technical assistance for the implementation of activities designed to limit population growth and the spread of STD/HIV/AIDS which are major impediments undermining national economic growth. Guinea has made impressive progress in family planning (FP) since the launch of activities in 1991, initially started by UNFPA and later strongly supported by USAID. The most important force driving the success of FP activities has been the adoption of a national population policy by the GOG which has led to the introduction of FP activities into public sector clinics nationwide. Further evidence of the Government's strong resolve for the growth and acceptance of FP has been its decision to grant permission for the national advertising of FP products in the private sector. Through this supportive enabling environment in both the public and private sectors, USAID and other partners have developed FP programs which have produced results meeting or surpassing planned targets. The biggest impact has been in social marketing of contraceptives and the development of an extensive network comprising almost 4,000 outlets. This accomplishment has been enhanced by the promotion of extensive mass media and outreach programs designed to increase awareness, promote use of contraceptives, and reinforce preventive behaviors for controlling the spread of the HIV/AIDS virus. In addition, the introduction of FP and STD/HIV/AIDS activities in the Medical School of the University of Conakry and in the four regional health schools, through the collaborative efforts of the Ministries of Education and Health, further underscores the growing acceptance of FP by highly placed technocrats.

Progress continues to be made in the area of social marketing of contraceptives. This is demonstrated by the distribution of a total of 11, 391,000 condoms since 1991. Before the arrival of PSI, fewer than 200,000 condoms were distributed nationwide. In 1996, over 3,000,000 were sold. With expanded

Objective-Level Indicators:

- 1. Increase in sales of contraceptives 2. Increase in CPR

3.Increase in CYP

USAID support, contraceptive sales are expected to increase by 7.6%, on an average through 1998, until they reach the target level of 3.5 million. Target sales of condoms are expected to rise to 5 million when KFW (the German Development Bank) picks up the financing of condoms through PSI. Since 1992 there has been an increase in the national contraceptive prevalence rate (CPR) from 1.3 to 6%, the target for 1996. USAID anticipates reaching its target of 7% in FY 97 and not in 1998 as planned. The contraceptive couple years of protection (CYP) distributed by PSI increased from 12,807 in 1992 to 32,532 in 1996. This figure

is lower than the 1995 (39,000) level due to a new USAID calculation basis of 150 condoms for each CYP which took effect on January 1, 1996.

Intermediate Result 2.1: Family Planning Population Policy Formulated and Implemented

The adoption of a national population policy, a vital prerequisite for producing a favorable environment for the implementation of FP activities, underscores a nation's desire to address development constraints which affect the delicate balance between unrestrained population growth and the economic and social well being of its people. The promulgation of a national population policy is the basis on which a populace is empowered with the right to determine their household size.

Indicators:

- 1. National population policy articulated and implemented
- 2. Legislation passed and enforced giving increased rights to women over their fertility-Family Code drafted
- 3. Legislation passed and enforced permitting promotion of family planning products/services through public and private sectors

The USAID FP activities have played a pivotal role in fostering a receptive political environment for promoting the sale of contraceptives in the country. The 1992 approved national population policy, now in its fourth year of implementation, recognizes the inter-relationships between population and resources and provides the basic framework for Guinea's development strategy. This national policy was updated in 1996 to incorporate recommendations from the international conferences on population held in Rio, Cairo, Beijing, and Copenhagen which demonstrates GOG's growing support for family

planning. The enabling environment has brought about an acceptance of family planning by different segments of the society. Promotion of contraceptive acceptance among religious and traditional leaders has further enhanced the enabling environment and increased FP and HIV/AIDS prevention activities among the masses. Acceptance of two more contraceptive methods (oral and injectable), beside condoms, was achieved in the private sector; and more importantly, the GOG granted permission to advertise these new products nationally.

In addition to the national population policy, a Family Code has been drafted with the support of USAID. This landmark legal document addresses among other things a woman's right to use family planning. The document has been reviewed at the ministerial level and will be submitted for approval to the National Assembly in the near future. Approval of this document will also address women's inferior status in Guinea.

Intermediate Result 2.2: Family Planning Information and Commodity Delivery

In order for the masses to be empowered with the right to determine the size of their household, they must have access to family planning information, products and services. Activities undertaken under this intermediate result fulfill this purpose.

In addition, USAID supported national workshop (spearheaded by PSI, the Family Planning Association (AGBEF), and the Ministry of Health) to develop a consensus and policy framework for national expansion of pilot activities in the Community-Based Delivery (CBD) program. During this workshop, agreement was reached to expand the CBD program to include oral contraceptives, Oral Rehydration Salts (ORS), and nutrition supplement.

In the private sector, social marketing activities coupled with the development of a distribution network are now established in all regions of Guinea, with near saturation in the larger urban areas. Social marketing activities target men and women of reproductive age as well as those at risk of becoming infected by the HIV virus. The number of non-traditional outlets has reached 3,800, exceeding the 1996 goal of 3750.

Intermediate Result 2.3: Increased Demand for Contraceptive services.

Through knowledge and awareness, behavior change is realized. Increased demand for contraceptives is a result of increased knowledge and awareness, which is in turn an indication of the impact of an effective Information Education Communication (IEC) strategy. The impact derived from this synergy reinforces behavior necessary for determining household size and curbing the spread of the HIV/AIDS virus.

Knowledge and awareness about family planning and STD/AIDS prevention increased considerably over the past year due to the intensive use of mass media. Through the use of television, national and rural radio, information was provided on the advantages of family planning and the need for AIDS prevention.

Indicators:

- 1. Percent of people having specific knowledge of contraceptive method
- 2. Modern contraceptive use

In 1996, implementation activities focused on interpersonal education by working with the National AIDS Committee (NAC) to develop pilot activities in decentralized AIDS education in four prefectures. Also, a series of family planning education sessions, led by project-trained members of the association of midwives, targeted low educated young females in urban areas. This activity resulted in a rapid growth in the awareness of and access to contraception and led to a major

reduction in the number of women requiring treatment for incomplete abortions at maternity hospitals and other health facilities. For instance, the average number of such cases dropped from seven to one per month based on the results obtained from an evaluation of activities in one hospital in Nzerekore. In addition, two minor studies conducted among women in urban sewing schools and cooperatives in Conakry and Kankan (although not representative of the general population) provided encouraging findings. In the Conakry study (n=70), 40% of these women reported actual use of a modern method, and in the Kankan area (n=50) study, 22% reported using a modern method.

Knowledge of modern contraceptive use in the capital cities of Kankan and Nzerekore regions were reported at 91% and 89% respectively, thus meeting target figures. National data for the demand and use of contraceptives will not be available until the next Demographic Health Survey (DHS) planned for 1998.

B. Expected Progress Through 1999 and Management Actions

The Health Sector Assessment proposed an expanded SO2 which aimed to "increase access to and utilization of quality family planning/maternal and child health services and HIV/AIDS prevention services". The rationale for this change was that achieving sustainable fertility reductions in the face of Guinea's extremely poor health status—one of every 4 children dies before the age of 5 and nearly 1 in every hundred women dies of problems related to childbirth—was improbable. Evaluations, sector assessments, and design teams have argued that a more sustainable approach would be an integrated strategy of maternal and child health (MCH) and family planning (FP). A 1995 World Bank study cites poor quality of and access to care in health centers as major determinants of the current low rate of health center utilization. In the Guinea context, it is anticipated that improved health of children and mothers, increased access to and quality of MCH will result in increased demand for family planning services. The expanded SO, to be included in our new strategy plan, will address such critical concerns as increased access to FP/MCH and STD/AIDS prevention services and products, improved quality of FP/MCH and STD/HIV/AIDS prevention services, products and practices, and more effective coordination among donors, the GOG, NGOs, and the private sector.

C. Performance Data Tables

OBJECTIVE: Increased ability of families to determine household size APPROVED: Aug. 30 1991 COUNTRY/ORGANIZATION: USAID/GUINEA

RESULT NAME: Increased ability of families to determine household size (Objective level)

INDICATOR: 1 Increase in sales of contraceptives

UNIT OF MEASURE: Thousand units	YEAR	PLANNED	ACTUAL
SOURCE: PSI records			1,921
INDICATOR DESCRIPTION: Contraceptives are	1993		2,116
	1994		1,398
COMMENTS: oral contraceptives (planyl) and injectables	1995	3,000	2,777
are sold but these are not included in this table.	1996	3,000	3,179
	1997	3,200	
		3,500	
	1999	6,000	

OBJECTIVE: Increased ability of families to determine household size

APPROVED: Aug. 30 1991 COUNTRY/ORGANIZATION: USAID/GUINEA

RESULT NAME: Increased ability of families to determine household size (Objective level)

INDICATOR: Increased in contraceptive prevalence rate (CPR)

UNIT OF MEASURE: Women 15 to 49 percent	YEAR	PLANNED	ACTUAL
SOURCE: Demographic & Health survey PSI estimates	1992		1.3%
INDICATOR DESCRIPTION: CPR is the percentage of	1995	5%	4.5%
INDICATOR DESCRIPTION: CPR is the percentage of women of reproductive age or married women of reproductive age 15 to 49, who are using a modern method	1996	5.5%	6%
of contraception (condoms, oral contraceptives, injectables, spermicides, IUD's)	1997	6%	
COMMENTS: The actual figures for 1995 and 1996 are PSI estimates. Data will be available during the 1998 DHS. The last DHS was completed in 1992	1998	7%	

OBJECTIVE: Increased ability of families to determine household size

APPROVED: September 1991 COUNTRY/ORGANIZATION: USAID/Guinea

RESULT NAME: 2.1 Family planning population policy formulated and implemented

INDICATOR: 1 National population policy articulated and inplemented by Ministry of Plan

UNIT OF MEASURE: Scale 1 - 10
5: Articulation

10: Full implementation

SOURCF: GOG USAID assessment

INDICATOR DESCRIPTION: The population policy recognizes the interrelationship between population and resources and provides the basic framework for Guinea's development

COMMENTS: This policy document was updated in 1996, taking into account the recommendations of the international population conferences held in Rio, Cairo, Beijing and Copenhagen

1992		5
1993		7
1994		9
1995	10	9
1996	10	10
1997	10	
1998	10	

ACTUAL

PLANNED

YEAR

OBJECTIVE: Increased ability of families to determine household size

APPROVED: September 1991 COUNTRY/ORGANIZATION: USAID/GUINEA

RESULT NAME: 2.3 Increased Demand for Contraceptive Services

INDICATOR: 1 Percent of people having specific knowledge of contraceptive methods

UNIT OF MEASURE: Percent of sample	YEAR	PLANNED	ACTUAL
SOURCE: PSI estimate for 1995	1992		27.2 Nat.
Guinea DHS INDICATOR DESCRIPTION: Knowledge of contraceptive methods are	1992		10.5 FG
measured at the National, the two target regions and Conakry levels			7.0 UG
COMMENTS: PSI estimates will continue to be used until the next DHS,			63.8 Conak.
scheduled for 1998 is completed.	1995	58 Nat	53 Nat
Nat:National - FG: Forest Guinea	1000	24 FG	52.5 FG
UG: Upper Guinea - Conak: Conakry		19 UG	35 UG
NZ: NZerekore - KK: Kankan		75 Conak	90 Conak
	1996	60 Nat	
		58 FG	89 FG NZ
		42 UG	91 YG KK
		90 Conak	
	1997	65 Nat	
		75 FG	
		70 UG	
		95 Conak	
	1998	70 Nat.	
	1000	80 FG	
		80 UG	
		98 Conak	

STRATEGIC OBJECTIVE 3: Increased Enrollment in Primary Schools with Emphasis on Female and Rural Participation

A. Performance Analysis

This Strategic Objective contributes directly to the Agency's broad based economic growth goal which focusses on investing in people, i.e. enhancing their access to basic education to strengthen the productive and entrepreneurial capacities.

Objective-Level indicators:

- 1. Primary school gross enrollment rate
- 2. No. of teachers in primary classrooms

Important progress is being achieved in Guinea's expanding primary education reform program. The 1996 primary school gross enrollment rate (GER) of 47% was an 85% increase from 1990, when the figure was 28%. At this rate the GER target of 53% could be reached as early as 1998. Girls' GER increased from 19.4% in 1991 to 31% in 1996, a 60% change over 5 years. A large portion of this

growth is attributed to the GOG's social awareness campaign on the importance of girls and rural children's basic education.

While excellent progress has been made in increasing enrollment, the GOG still lacks the financial resources to respond to community demands to build additional schools and recruit teachers. As social campaigns work to build demand for schooling in rural areas, it will be necessary to invest more resources in these areas to meet the need. At the same time, as quality improvements result in fewer drop-outs, fewer places will be available for new students unless more teachers are made available, more classrooms are built, and/or other creative strategies are implemented (e.g. multi-grade classrooms, changes in the school calendar, etc.). Continued resource limitations with only slight increase in primary school teacher recruitment (from 11,652 teachers in 1995 to 11,875 in 1996) may partially explain why rural GER dropped slightly to 33.1% in 1996, from 34.1% in 1995.

As the education reform efforts move into a second phase (PASE II), USAID will continue to work in educational policy areas including resource allocations to the sector and system management and quality issues. At the same time, new USAID activities will focus on increasing community participation in school decision-making, to improve the quality and relevancy of schooling and to address the *demand* as well as the supply side of the education equation.

Intermediate Result 3.1: Increased Budgetary Resources to Primary Education

Since 1989, USAID has worked with the GOG to support urgently needed reforms in the education system. Non-project assistance (NPA) conditionalities resulted in budgetary restructuring which allowed the GOG to substantially increase the overall percentage of the national budget devoted to education,

and more specifically the share that would be used to finance primary education. Although these NPA conditionalities were fulfilled well over two years ago, the GOG has *continued* to give primary education priority, devoting 26% of the GOG annual budget to education in 1996 - almost doubling from the 14% figure in 1991. 38% of the education budget was devoted to primary education in 1996, as compared to 30% in 1990. The

Indicators:

- 1. Increase in share of GOG budget allocation to education
- 2. Share of recurrent education budget going to primary education
- 3. Share of non-salary expenses in recurrent education budget

share of non-salary expenses in the recurrent education budget reached 28% in 1996, an 8% increase from the previous year.

While improvements in educational financing have been made, the level of resources available for education continues to be woefully inadequate to meet the growing need. Many more classrooms and teachers are needed, and as more children are recruited to school and drop-outs decrease, fewer places will be available to new children unless the system expands. USAID will continue to work on educational policy in the finance area and to monitor GOG expenditures on education as an indicator of increasing GOG commitment to education.

Intermediate Result 3.2: Improved Financial and Administrative Management

USAID's efforts have also attacked weaknesses of financial and administrative management in the education system. The Ministry of Education (MEN) has shown strong commitment to these efforts. Substantial progress is being made both at the central Division of Finance and Administration (DAAF) and the regional and prefectoral units (SAAFs). In 1996, USAID and MEN reached their target of 46 operational SAAFs, three more than 1995. All 46 units maintain a regular reporting system based on

actual local primary school expenditures. 80% of the 46 SAAFs submitted expenditure data reports in 1996. When these reports were reviewed for reliability, it was found that the data provided were consistent with the central expenditure report. With USAID's continued support, MEN is now able to link school-level financial management to overall strategic planning and budgeting for the national primary education sector.

Indicators:

- 1. Improved reporting system on local school expenditures ,which follows estimated budget line items through to actual expenditures, established
- 2. Improved national procurement procedures established & implemented

Intermediate Result 3.3: Increased Sustainable First Grade Enrollment

Low primary school enrollment is a critical problem in Guinea, and the statistics are even more troubling when disaggregated to reveal enrollment of rural children and girls. In order for the human resource base of the country to improve, the many problems leading to low enrollment of children in primary school, particularly girls and rural children, must be given priority attention now. Overall, rural enrollment comprises 50% of the national primary school total. Girls make up 34% of the national total in primary

school. The share of first grade in primary school has decreased from 24% in 1995 to 23% in 1996, as projected in 1995's R2a. As retention rates improve, the share of first grade students will move toward one-sixth of total primary, but the rate is not expected to dip below 16.7% due to the population growth rate of 2.9% and efforts to increase the percentage of

Indicators:

- 1. First grade enrollment
- 2. Share of first grade students in primary
- 3. Share of girls in first grade

children going to school. Girls' enrollment increased to 45.4% of total first grade enrollment, climbing steadily to reduce the disparity gap between boys and girls in the classroom. Girls enrollment in rural areas has increased tremendously from 24% in 1992 to 46% in 1996, a 92% growth within five years. This increase can be credited to parents' growing awareness of the indisputable investment value of girls' education.

Overall repeater rates in primary school decreased from 21.6% in 1994 to 20.3% in 1996. The number of sixth grade graduates in 1996 increased by 52%, 28% of whom were girls. Nonetheless, these statistics are comparatively low relative to other West African countries, indicating the need for continued emphasis on quantity, quality and equity. USAID and MEN activities take into account equity/gender considerations in every aspect of education: curriculum design, instructional materials, teacher training, and classroom management and practices in their efforts to raise primary school enrollment and completion.

B. Expected Progress Through FY 1999 and Management Actions

Based on performance to date, it is expected that the GOG will fully accomplish all anticipated targets and results during the next three years. In 1997 and 1998, GOG will continue allocating no less than 25% of the national budget to education. In turn, by the year 1998 GOG expects 40% of the education budget to be appropriated to primary education. With continued multilateral/bilateral support, in FY 1998 the global GER is projected to reach 50% (up from 47% in 1996). Girls' GER is projected to increase to 34.7% (up from 31% in 1996) and rural GER to 43.7% (up from 33% in FY 1996).

In order to fully achieve and sustain broad-based economic growth in Guinea, quality must be simultaneously addressed along with access and equity. Precise targets for FYs 1998 and 1999 are being determined by USAID in collaboration with its implementing partners. Long term technical assistance will be provided to MEN in order to improve the efficiency and enhance coordination of education strategic planning, budgeting, and management. Technical assistance will also improve curriculum development, training and in-service workshops for teachers and supervisors. In FY 1998 fundamental quality levels (FQL) and standards will be established. By the end of FY 1997 every primary school teacher will have a curriculum guide and by FY 1999 teacher manuals and student brochures will be developed, distributed and utilized in the classrooms.

As a key underlying strategy to achieve these results, USAID intends to build and encourage participatory partnerships between public/private sectors and local communities in order to expand and reinforce equitable and accessible quality to primary education through FY 1999. USAID's activities will help to develop dialogue between ministerial and community levels. Through American PVOs interventions, local education NGOs and parent associations will develop and emerge, later to create partnerships among themselves in order to become more self sufficient in local school management. Through its participation as an emphasis country in the Global Bureau's Girls' and Women's Education activity (GWE), USAID will create consortia for girls' education involving the participation of civil, community, private, and public sectors. The mission intends to further strengthen its commitment to primary education by incorporating this as a core element of the mission's program for the next 5-7 years.

C. Performance Data Tables

OBJECTIVE: 3 Increased Enrollment in Primary Schools with Emphasis on Female and Rural

Participation

APPROVED: September 1991 COUNTRY/ORGANIZATION: USAID/Guinea

RESULT NAME: Increased Enrollment in Primary Schools with Emphasis on Female and Rural

Participation (Objective level)

INDICATOR: Primary school gross enrollment rate

UNIT OF MEASURE: Guinean Children age 7-12 (percent)	YEAR	PLANNED	ACTUAL
SOURCE: Ministry of Education's Annual ReportService of	1991		31.3%
Statistics and Planning INDICATOR DESCRIPTION: Total number of students	1992		31.9%
(boys, girls) enrolled in primary school as a percentage of the total population of children ages 7-12	1993		36.5%
			40.1%
COMMENTS: In the 1996 academic school year, the national GER increased by 85% from 31.3% in 1990 to 47% in 1996. Girls' GER reached 31% while rural GER dropped	1995	43.7%	43.7%
1% from 34.1% in 1995 to 33.1%, due to MEN's continuous		46.6%	47%
struggle with lack of financial resources.	1997	50.2%	
* The results of Guinea's recent national census taken in late 1996, may impact the above data.	1998	53%	

OBJECTIVE: 3 Increased Enrollment in Primary Schools with Emphasis on Female and Rural

Participation

APPROVED: September 1991 COUNTRY/ORGANIZATION: USAID/Guinea

RESULT NAME: 3.1 Increased budgetary resources for primary education

INDICATOR: Share of recurrent education budget going to primary education				
UNIT OF MEASURE: Percentage of recurrent budget	YEAR	PLANNED	ACTUAL	
SOURCE: Division of Finance Annual Report	1991		35%	
INDICATOR DESCRIPTION: Percentage of the Education budget allocated to primary education.	1992		36%	
	1993		35%	
COMMENTS: GOG increased its national budget to education from 14% in 1990 to 26% in 1996. GOG and MEN	1994		39%	
continue to position primary education as a priority, devoting 38% of the education's budget to primary education.	1995		36%	
,	1996	37.4%	38%	
	1997	38.4%		
	1998	39.6%		

OBJECTIVE 3: Increased Enrollment in Primary Schools with Emphasis on Female and Rural Participation

APPROVED: September 1991 COUNTRY/ORGANIZATION: USAID/Guinea

RESULT NAME: 3.2 Improved Financial and Administrative Management of the Ministry of Education

INDICATOR: Improved reporting system on local primary school expenditures which follows estimated budget line items through actual expenditures established

UNIT OF MEASURE: Number of prefectures with system	YEAR	PLANNED	ACTUAL
SOURCE: Ministry of Education's Annual ReportDivision of			0
Adminstrative and Financial Affairs	1992		0
	1993		21
INDICATOR DESCRIPTION: Number of prefecture units with a reporting system out of the total of 46 prefecture units	1994		43
COMMENTS: In 1996 all 46 units maintained a regular	1995	43	43
reporting system based on actual local primary school expenditures.	1996	46	46
	1997	46	
	1998	46	

OBJECTIVE 3: Increased Enrollment in Primary Schools with Emphasis on Female and Rural Participation

APPROVED: September 1991 COUNTRY/ORGANIZATION: USAID/Guinea

RESULT NAME: 3.3 Increased Sustainable First Grade Enrollment

INDICATOR: Share of girls in first grade

UNIT OF MEASURE: Percentage of girls	YEAR	PLANNED	ACTUAL
SOURCE: Ministry of Education's Annual ReportService of Statistics and Planning	1991		33.5%
INDICATOR DESCRIPTION: Percentage of girls in first	1992		35%
grade as to the total number of students in first grade.	1993		34.1%
COMMENTS: Share of girls in first grade for 1996 elevated			36.3%
to 45.4%, exceeding the projected 39.1%, partially attributed to MEN's social awareness campaign between 1993 and	1995		38.4%
1995.		39.1%	45.4%
	1997	39.8%	
	1998	40.5%	

SPECIAL OBJECTIVE 1: Fostering Civil Society Development and Good Governance

A. Performance Analysis

SPO-1 is a special objective that began to take shape during the last year. It arose as a target of opportunity flowing from a couple of earlier training projects, and then a civil society activity and finally the Mission's NPI approach. The NPI has proliferated and strengthened the fabric being woven of the various technical activities with its common thread of civil society development as the basis. The emerging D/G activities do not yet have a strategic framework, because they are so completely new. They evolved just this year, but are increasing rapidly due to the synergies among the NPI partners. For Guinea, D/G does not relate directly to a textbook civil society. As stated in the NPI report:

"Agency democracy programs tend to focus on the political process far more than the governance process. In this context, civil society has been defined as either advocacy or political participation. The broader issue of effective governance, frequently embodied in the strategic partnerships defined by NPI tend to fall through the organizational cracks. Policy advocacy within other technical sectors is seldom integrated with D/G programs."

Civil society in Guinea was utterly crushed during the 25 years of the first republic. The country's recent fumbling first steps toward democracy are exactly those described in the quote from the NPI report above. What we are seeing here now through the formation of NGOs, the NPI types of partnerships being forged, and the awakening of the responsibility of elected officials to their constituents, is the birth of what we call the precursor of democracy.

For the past few years, the Mission has supported, through its HRDA project, some training in the responsibilities of decentralized governance. There was also a market-town activity that worked well, that increased several-fold the revenues generated for social services at the local level once a democratic process for deciding on the use of resources in a transparent fashion was embraced by the vendors and other users of market space. It was these recent successes that led to our involvement with the small but noteworthy civil society development activity.

The principal discreet USAID civil society development activity -- implemented by the National Cooperative Business Association (NCBA/CLUSA)-- was approved in September 1995. However, we have found, as is so aptly described in the NPI report, that the SPO is really a cross-cutting activity supported by participation and governance activities undertaken by the Economic Growth, Health, and Education SOs and the NRM activities of SPO-2. The grass-roots approach is of necessity intertwined with the economic and social concerns of the citizens of Guinea. It would be unrealistic to expect that a society bearing some of the worst economic and social indicators in the world, and with a recent history of treachery and terror, would be interested in D/G for its own sake. The communities with whom CLUSA has worked have begun changing their elected officials and making decisions about their community resources.

The recognition that economic or social improvement is the carrot for changing behavior is why, for example, the NRM activities have been so successful. Destructive agricultural practices were changed when an economic benefit (profound increases in household income) was achieved through changing crops to those that grow in less fragile areas but produce more profit, and better honey without burning down trees.

Another example of the economic carrot is the VITA/Pride program. A local NGO was created - one of the civil society vital signs - and led to access to credit to thousands of people, 70% of whom were women, increasing dramatically household income and perhaps, more importantly, teaching the value of

entrepreneurial behavior and transparency in financial transactions. Every time one of these individuals has been interviewed, they have said that their lives have been changed, and to a person, they have said the training has been more important than the credit because it changes their viewpoint so that they believe they can control their future. The dominant slogan on the wall on a Pride office would be translated, "the future in your hands."

The population activity, in addition to its support to indigenous NGOs, has consistently involved the community in its programs, and has made a concerted effort recently to bear part of the cost of AIDS-prevention training for illiterate portion of the population. The communities have seen that the economic and social burden of ignorance requires that they participate and have therefore chosen to spend their resources to obtain knowledge, rather then wait for a donor to provide the resources.

The education program, too, has worked with local communities and we anticipate there will be far more activity in this area. Local communities have built hundreds of classrooms to meet the demand created by increased school enrollment.

B. Expected Progress through 1999 and Management Actions

Perhaps the most startling effect of the above successes is the contribution by other donors to programs that were initially launched by USAID. For example, the French have recently provided funding for two Pride offices, the Germans have provided funding for the population program, and there are discussions currently underway concerning other AID activities. We have been able to leverage our funds in this fashion to encourage support for expanded programs.

We have successfully courted additional American PVOs to come to Guinea and work at the grass-roots as well as the national level. We expect the new education PVOs to begin working with groups of students and parents to start making demands for quality and engaging in revenue-raising for funding agreed-upon community activities. We anticipate all sorts of additional linkages among the players, which we fully anticipate will continue to make the whole much greater than the sum of the parts. For example, NRM is teaming up with PSI and the market towns in order to do sensibilization sessions and offer services in the market. Pride will soon be doing entrepreneurial training for large numbers of surplus civil servants who are being released to the private sector. The activity will be financed by another donor.

The Mission will need to recruit a PSC to oversee these activities. They are many and varied, but because of the nature of the organizations involved, we believe one person can effectively play a coordinating role. And we believe that would be sufficient.

SPECIAL OBJECTIVE 2: Protection of the Environment

A. Performance Analysis

This Special Objective (SPO) supports the Agency's Goal to promote rational management of the environment for long-term sustainability, and it contributes directly to the Agency's objectives pertaining to the conservation of biological diversity and sustainable natural resource management. This SPO supports USAID's Goal of improved economic and social well-being of all Guineans in a participatory society. This SPO is to be achieved through the Guinea Natural Resources Management activity (GNRM).

Objective-Level Indicators:

- 1. Areas of protected forests
- 2. Number of forest sites managed by communities
- 3. Areas under sustainable agricultural practices

This community-based activity focuses on the management of the natural resources in the fragile agro-ecological environment in the Fouta Djallon Highlands of Guinea, the source of the three major rivers in West Africa. It aims at raising rural incomes through sustainable agricultural production and village enterprises, protecting forests, conserving biodiversity, and strengthening the role of communities in the economic and political life of their societies. As

set forth in the original project authorization and the grant agreement, USAID/Guinea has concentrated its resources on three of the twelve watersheds targeted for assistance by a multi-donor group including the World Bank, UNDP, France, and European Union.

At the end of 1996, the GNRM activity has been successful in achieving results envisioned for the pilot phase. The success of this activity is due largely to a dynamic partnership of USAID, Peace Corps, national NGOs, public services, and local communities. This partnership not only leads to the positive impact on natural resource management, but also enhances the empowerment of the local populations to effectively participate in the improvement of their economic and social well-being.

As shown in the data tables, the areas of protected forests, the number of forest sites, and the areas under sustainable agricultural practices in the target zones have augmented significantly. Sustainable production of cash crops and village enterprises have brought additional incomes to villagers who are likely to invest part of their earnings in measures to conserve natural resource base. Furthermore, villagers will eventually stop cultivating annual crops on the fragile marginal lands and concentrate their activities on more productive lands which are less subject to erosion.

The expansion phase of the GNRM activity is now ready to take off. Starting in 1997, successful interventions in the pilot phase will be replicated in areas outside the three targeted watersheds to extend the impact of the activity.

SPO2 Intermediate Result 1: Strengthened Local Capacity to Plan and Manage Natural Resources

Indicators:

- 1. Number of village-level organizations managing forest and water resources
- Number of villages adopting improved NRM practices
- 3. Number of villagers trained in sustainable NRM

Experience has shown that natural resource management programs cannot be sustained without the active participation of the local populations and grass-roots organizations. Through an effective participatory training program based on expressed needs of customers and on a dynamic partnership with local NGOs and the GOG's Forest Service,

USAID provides assistance in building and strengthening the capacity of village-level organizations to plan and manage communal natural resources in a sustainable manner. During the last four years, 32 community resource user groups have been formed to plan and manage communal water and forest resources, and improved NRM and agricultural practices have been applied in 35 villages in the three watersheds. Communities and villagers have planted over 66,800 forest seedlings and 12,263 fruit trees and installed 11,846 meters of rock lines and 8,250 m of contour hedgrows to control soil erosion and increase crop yield on steep sloping lands. About 15,290 m of live fence have been established.

Intermediate Result 3: Enabling Conditions for Sustainable Impact

Sustainable impact in natural resource management requires policy conditions favorable to land security, participation of the local populations in the decision-making process, and the development of local initiatives. With USAID assistance, the Ministry of Agriculture has completed the draft of the implementing legislation (*texte d'application*) for the application of the Land Code to address the land security issues in the rural areas. A national seminar for representatives of the government and the private sector to review this document is scheduled to take place in 1997.

For the first time in Guinea, USAID has fostered joint community-government management of common natural resources. This is expected to be a model for natural resource management in Guinea which will greatly extend the impacts of the GNRM activity beyond the watersheds of the Fouta Djallon Highlands. USAID started this activity by establishing a partnership among the Forest Service, local authorities, a national NGO, and villagers to develop a co-management plan for a highly degraded forest reserve in a watershed. This plan calls for the government and the resource users to share the responsibility and the benefits of protecting the forest. A general assembly of 114 men and women representing 15 villages elected an inter-village committee of 16 members to participate in the co-management of the forest. The Forest Service hailed this partnership to co-manage forest resources as an excellent model and expressed interest in duplicating it in other watersheds. This co-management plan not only empowers the local population to better manage natural resources but also enhances the biodiversity conservation.

Another positive result is the transformation of the public forest agent's role from a repressive regulation enforcer to a technical advisor. Currently, forest agents participate in community actions on conservation of natural resources. They advise villagers how to prevent environmentally harmful bush fires and to rationally manage communal forests.

Environmental education is another activity contributing to the enabling conditions for sustainable impact. USAID has collaborated with a national NGO, local teachers and Peace Corps volunteers to develop and introduce an environmental education program in the primary schools in the three target watersheds. In 1996, more than 350 school children and 900 villagers participated in environmental education activities.

B. EXPECTED PROGRESS THROUGH FY 1999 AND MANAGEMENT ACTIONS

The GNRM activity was originally designed as a five-year pilot project implemented within the context of Phase-2 of the multi-donor Fouta Djallon Highlands Integrated Rural Development Project. This activity was to concentrate its activities in the three target watersheds and to identify successful interventions which would be replicated and extended in the follow-on phase. At the end of 1996 - the fourth year of the GNRM activity - all expected outputs of the Activity listed in the Project Paper and the management contract have been achieved. It is time to expand the GNRM Activity beyond the three target watersheds to validate replication and to maximize impact. Moreover, as with most natural resource management activities, significant impact on the conservation of natural resources and the protection of the environment is a long-term effort. Therefore, the GOG and USAID have extended the GNRM Activity

from September 30, 1997 to September 30, 1999 to allow for the consolidation of its achievements and the replication of successful interventions outside the watersheds. The continuation of these activities is important from a regional perspective as well, since they will also improve the quality and quantity of water supplies in neighboring countries.

Consistent with its increasing emphasis on the New Partnership Initiative, USAID/Guinea will provide a grant to an American PVO and fund a PASA with the Peace Corps to implement NRM activities in villages located within and outside the three target watersheds, starting in 1997. To promote widespread adoption of sustainable natural resource management and agricultural production practices during the extension phase, the GNRM Activity will focus on the strengthening of partnerships between the American PVO, Peace Corps, the Forest Service, national NGOs and local institutions, the empowerment of grass-roots organizations in natural resource management, the development of village enterprises, and environmental education.

From 1997 to 1999, the impact of the GNRM Activity will be greatly amplified as a result of its expansion and its increased efficiency and effectiveness of the new partnership initiative approach. Relative to 1996, the areas of protected forests will triple in 1999, the number of forest sites managed by communities in 1999 will go up by 75% and the area under sustainable agricultural practices will increase by 500%. The number of village-level organizations managing forest and water resources and the number of villages adopting improved NRM practices will also increase considerably. As more villagers adopt improved practices for sustainable production and natural resource management, the production of marketable products such as onion, potato, banana, honey will greatly augment from 1997 to 1999. Farmers are expected to plant more tree crops on the hill sides and move away from the fragile lands to intensify their production in land which are less subject to erosion. The co-management of forests by the public forest services and the local populations will be duplicated in other areas. It is projected that over 2,000 school children and adult villagers will be exposed to environmental education by the end of 1999.

C. Performance Data Tables

OBJECTIVE: Special Objective 2 - Protection of the Environment

APPROVED: September 1991 COUNTRY/ORGANIZATION: USAID/Guinea

RESULT NAME: SPO-2 Protection of the Environment (Objective level)

INDICATOR: Area of protected forests

UNIT OF MEASURE: Hectare	YEAR	PLANNED	ACTUAL
SOURCE: DNFF, NRM Project Reports	1992 (B)	na	0
INDICATOR DESCRIPTION:	1993	na	0
COMMENTS:	1994	na	0
	1995	na	17
	1996	10,017	10,019
	1997	19,000	
	1998	20,000	
	1999 (T)	30,000	

OBJECTIVE: Special Objective 2 - Protection of the Environment

APPROVED: September 1991 COUNTRY/ORGANIZATION: USAID/Guinea

RESULT NAME: SPO-2 Protection of the Environment (Objective level)

INDICATOR: Areas under sustainable agricultural practices

UNIT OF MEASURE: Hectares	YEAR	PLANNED	ACTUAL
SOURCE: DNFF, NRM Project Reports	1992 (B)	na	0
INDICATOR DESCRIPTION:	1993	na	0
	1994	na	6
COMMENTS:	1995	na	15
	1996	20	88
	1997	120	
	1998	160	
	1999 (T)	200	

OBJECTIVE: Special Objective 2 - Protection of the Environment **APPROVED:** September 1991 **COUNTRY/ORGANIZATION:** USAID/Guinea

RESULT NAME: IR-1 Strengthened Local Capacity to Plan and Manage Natural Resources

INDICATOR: Number of villages adopting improved NRM practices

UNIT OF MEASURE: Number of villages	YEAR	PLANNED	ACTUAL
SOURCE: DNFF, NRM Project Reports	1992 (B)	na	0
INDICATOR DESCRIPTION:	1993	na	5
COMMENTS:	1994	na	22
	1995	na	29
	1996	35	35
	1997	50	
	1998	70	
	1999 (T)	100	

Part III

STATUS OF THE MANAGEMENT CONTRACT

SO1: Growth in Agricultural Markets

A new SO will replace the current SO1 in the new Strategy Plan (FYs 1998-2005). The new SO will be based on the results achieved under the present SO and informed by the findings of the recent agricultural sector assessment. The new SO will likely focus on increasing the efficiency in the marketing of sustainable agricultural production, incorporating a strong environment focus.

SO2: Increased Ability of Families to Determine Household Size

An expanded SO to include a health component will replace the current SO. This expanded SO will be included in the new Strategy Plan.

SO3: Increased Enrollment in Primary Schols with Emphasis on Female and Rural Participation

No major change in management contract except for the possible adding of the word "quality" in the SO statement.

SPO1: Fostering Civil Society Development and Good Governance

No change

SPO2: Protection of the Environment

Under the new Strategy Plan (FYs 1998-2005), we are considering putting this SPO under a revised SO1.

USAID/Guinea

FY 1999 Resource Request

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PROGRAM FUNDING REQUEST

A. Financial Plan

I.

Over the past year, human and financial resources available to USAID were severely reduced. Draconian cuts were made in the economic growth strategic objective - SO1: growth in agriculture markets, the centerpiece of our current strategy. On the other hand, financial resources to the social sectors, specifically health and child survival, greatly increased despite the absence of personnel and without an agreed-upon mission management contract for such expansion of interventions.

Because of the turmoil surrounding the 1996 fiscal year, the mission requested a one-year extension of its current CSP. We are currently drafting a new strategy for the years including the budget request, based upon the program results we have achieved to date, likely funding scenarios and guidance from USAID/W obtained through the "parameter-setting" process. Therefore, the budget request presented here is viewed as tentative and as a preview of the mission's thinking at this writing.

USAID proposes two core program areas including an expanded family health Strategic Objective and an extension of our successful primary education strategic objective. We are assesing the opportunities in the DG area, and feel modestly confident that with enough resources, USAID can achieve significant DG results, particularly with respect to fostering an active civil society and good governance.

We recognize the pressure on the economic growth account, but at the same time, are reluctant to terminate our successful program in microenterprise, rural infrastructure and market expansion. Realistically, we are closing this SO down, but we have provided a funding request here for 1998 and 1999 to consolidate and secure results from past investments and extend this crucial objective. We are also actively exploring the possibility of expanding our environmental program under what is currently SO1.

USAID proposes a modest increase in its financial resources above the current control levels noted in the FY 99 Congressional Presentation of \$14.0 million to an amount of \$20.0 million for 1998 and \$21.0 million for 1999. This is USAID's best estimate of the resource levels required to obtain the results noted in the results review report for FYs 1998 and 1999. The summary of the total resources (program, O.E, workforce) required to achieve the results targeted for FYs 1998 and 1999 are noted below:

		1997	1998 (\$000)	1999
SO1 SO2	Growth in Agriculture Markets Increased Ability of Families	981	6000	6000
SO3	to Determine Household Size Increased Enrollment in Primary	6200	6000	6000
	Schools	4000	5000	6000
SPO1	Fostering Civil Society Development & Good Governance	<u>1300</u>	<u>3000</u>	3000
SPO2	Protecting the Environment ¹	\$12,481	\$20,000	\$21,000
OE Staff (DHs)		2,497 91 (9)	2,594 80 80 (8) (8)	2,665

В.	Prioriti	zation	aO ro	jectives

¹Included in SO1

Rank

1 SO3: Increased Enrollment in Primary Schools

2 SO2: Increased Ability of Families to Determine Household Size

3 SPO1: Fostering Civil Society and Good Governance

4 SO1 IR 1.1: Efficient Transport of Agricultural Products

5 SPO2: Protecting the Environment

6 SO1: Growth In Agricultural Markets

It is difficult to prioritize our objectives at this time since we are in the last year of a strategic planning period and we are deep in the process of developing a new CSP at this writing. Nevertheless, the above priorities are based on the USAID's program performance to date, the opportunities we see in Guinea and the Agency and Bureau's development goals. We firmly believe that primary education is the long-term foundation for Guinea's development. Our program is achieving outstanding results and we have excellent partners. Therefore, this objective should be ranked number 1 and retained under any budget scenario.

The family planning objective has been successful well beyond anyone's reasonable expectations, even though we are just beginning after five years of effort to reach the stage where the program has sustainable population impacts. This objective is not ranked first despite its success and high Administration and Congressional interest because it is conceivable that other donors might fill the gap in spite of it being clearly identified as an American-led effort. The emergence of the German Development Bank (KfW) to co-finance our implementing partner's social marketing program gives some credibility to this rationale. USAID is planning a much broader family health objective, and if some funds would necessarily have to be reduced, we would chose to maintain the maternal child health component and scale back family planning and other intermediate results, because the sustainability of our family planning interventions depends on our mounting a family health program and the probability that other donors could fill the gap. The needs are equally great, however.

We have only begun to work systematically on DG improvement in Guinea. The country team believes that USAID should play an active role in the field, and at least at the level of strengthening the precursors of civil society, we are making some good inroads. As a nation and a people, we have a strong comparative advantage for this work, and the Guineans seem very receptive to our assistance. Therefore, we propose a modest amount of funding for continuing and expanding our DG program.

Lastly, we are studying the possibilities of expanding our efforts in protecting the environment. We already have plans to extend our successful NRM activity geographically, and there are excellent prospects to integrate some of our agricultural marketing successes into a broadened and expanded environmental objective. In fact, the IR 1.1 ranked 4 above would primarily be a piece of the environmental objective that would support the improved maintenance of rural market roads with the objective of helping farmers intensify production in high potential productive zones to take the pressure off more fragile farming systems. Therefore, we are proposing an increase in funding in 1998 and 1999 to implement a program that will have great impact on the long-run sustainable development of Guinea.

C. Linkage of Field Support, Non-Emergency Title II

SO2 Current: Increased ability of families to determine household size (thu FY 97)

New: Increased use of essential family planning/maternal health services and

STI/AIDS prevention (as of FY 98)

This SO is heavily dependent on Global Bureau programs in the attainment of its objectives and achievement of results:

AVSC (936-3068) This program pre-dates USAID's current social marketing of contraceptives program, our family planning intervention in Guinea. AVSC, which focusses on improving women's access to voluntary surgical contraceptives, is an important component under intermediate result 2.2 (family planning information and product/service delivery). The Central Contraceptive Procurement (936-3057) is also crucial to our results under this intermediate result. Without the TAACS (936-5570) technical assistance USAID would not be able to implement its child survival activities. The BASICs project (936-6006) will provide assistance in integrated case management of the sick child which is an important component under two intermediate results under the new and expanded SO2. PRIME (936-3072) will be very important in the attainment of the intermediate result pertaining to quality of service delivery. The training needs assessment assistance from PRIME will help USAID structure its training module to bring about the quality services demanded by the project. The Demographic and Health Survey (936-3023) which will provide critical information on fertility rates, contraceptive prevalence, is crucial to everything we do under this SO because it will provide critical statistical information needed for the effective implementation and evaluation of activities.

PL 480 Title II Monetization - Health and Food Security.

SO2 Increased ability of families to determine household size

The U.S PVO Africare is using the local currency proceeds from the monetization of vegetable oil to implement a food security/health initiative in one of the underserved regions of Guinea (Dinguirave in Upper Guinea) which has the highest levels of acute and chronic malnutrition among children 5 years of age. The objective of the activity is to improve maternal and child nutrition status and improve overall family productivity. The activity seeks to enhance food security through improved utilization, and thus improved nutritional status, at the household level. The project is providing nutrition educational at the household level and for the general community, training health case personnel and improving farmgate and household food storage and food handling systems and practices. This important activity supports intermediate results 3 (enhanced demand and behavior favoring use of FP/MCH and STD/AIDs prevention) under the new SO2 and the current SO. The household nutrition component of the project can be used as entry point for family planning interventions. In this case, demand for family planning services increases as the importance of child labor in agriculture declines. Africare activities focussing on increased agricultural productivity and value added to harvest food crops could indirectly be a motivating factor in utilizing family planning to determine household size. It is also anticipated that the health and nutrition component will significantly reduce the incidence of acute and chronic malnutrition, thereby having an impact on childhood morbidity and mortality. An overall improvement in the quality of health and nutritional status generally leads to a reduction in the level of birth rates.

The Africare activity also supports SO1 goals in food security at the household level.

SO1 Growth in agricultural markets

With proceeds from the monetization of vegetable oil, the U.S. PVO OICI is implementing a food security activity in Mamou (Middle Guinea) which addresses the food security issues of SO1. The project aims to improve the quality of life in the target area by improving household food security and increasing disposable family income. To strengthen agriculture production, OICI is training the rural population in modern, appropriate and environmentally sound techniques and practices. Educational training is being provided to improve food consumption and utilization practices. USAID strongly supports this activity because it addresses the food security problem in the Mamou area but also because of the assistance OICI will bring to the agriculture training school in Mamou which will probably be absorbing many of the laid-off employees of the Ministry of Agriculture.

SO3 Increased Enrollment in Primary Schools with an Emphasis on Rural Female Participation

<u>Girl's and Women's Education Initiative</u> (936-5848) is a key component of this SO. The GEW activity will provide critical technical support to USAID's efforts to assist the GOG to develop, implement, and evaluate policies and activities to increase educational opportunities for girls at the primary school level.

All SOs

<u>ATLAS</u> (698-0475.95) and <u>HRDA</u> (698-0463.75). These two activities cut across all SOs and allows the USAID to provide training in key areas that are critical to Guinea sustained economic growth.

II. OPERATING EXPENSE AND WORKFORCE REQUIREMENTS

In FY 96 USAID implemented a successful comprehensive cost-cutting program which achieved a 13% savings (\$436,000) in one year. The follow-on program will achieve another estimated 13% savings (\$449,000) in FY 1997, a total of 26% savings (\$885,000) in OE for two years compared to FY 1995 actual obligations of \$3.382 million. The cost-cutting program, extended to program areas, reduced project overhead costs by \$118,000 in FY 96 and we anticipate reductions of \$155,000 in FY 97.

USAID reduced aggressively the FY 97 OE budget in accordance with the current reduction in program funds. We project that these savings in OE funds (excluding ICASS) will be further increased to \$73,000 in FY 98 and \$24,000 in FY 99 even when the program is substantially increased (\$19 million for FY 98 and \$21 million for FY 99). Even our \$2.49 million FY 99 OE request (ICASS excluded), is well below the actual OE obligations of \$3.382 million incurred for a \$20 million program in FY 95.

For FY 97, USAID has planned another effective cost-cutting measure that will save \$1.4 million over five years. To accomplish this objective we must take the opportunity to procure our office building. The benefits in doing so are considerable: accessibility to our partners, size, security, minimal maintenance and cost effectiveness are but a few. In this building, USAID has enhanced its reengineering efforts since the space encourages more effective teamwork. We have also been able to design a New Management Systems (NMS) training room centrally located for all strategic teams.

The primary issue here, however, is that of acquisition costs. The financial indicators are impressive with a payback period of just over five years, an Internal Rate of Return of 18.5% and a Net Present Value of \$1.18 million given a 7% cost of USG funds over a 25 year period. Our proposal is currently being reviewed by USAID/W and we have requested that the approval process be accelerated to avoid losing this opportunity. If the building is procured before August 1997, our total savings in OE will be \$619,000 in FY 97 which will be more than \$1 million or 31% and \$1.3 million in savings for both OE and project funds for FYs 96 and 97.

A substantial share of the savings in OE and program funds is being utilized to strengthen staffing gaps due to the recent re-allocation of program resources from economic growth to health-care. Assistance for our reengineering efforts as well as technical support for developing the Strategic Plan for USAID/Guinea have also drawn on these funds. We have extensively used TDYers, consultants and other mechanisms to assist us with these initiatives. However, this quick fix solution has placed an enormous burden on the current USAID staff striving to effectively manage program resources.

Our major constraint is the long delays we are encountering in obtaining USDH and PSC staff. In FY 96, we requested 2 USDHs to lead our two major SOs (Health and Education) and it appears that we will only have one of them for approximately 6 months in FY 97. The delays in procuring the services of US PSCs in education and systems administration have also further delayed our reengineering efforts and implementation of NMS.

USAID's projected workforce levels for FYs 97, 98 and 99 are within our overall ceilings. In order to effectively support our FY 99 program requested budget we would need one additional PSC above our FY 99 targeted ceiling. This PSC would be funded by program funds to provide additional support to SO 1 at the increased level of program funding.

USAID believes it can continue using creative approaches to maximize program results within the work force and funding levels in order to achieve the Agency's goals. This will, however, continue to require changes in our staff configuration. A different mix of direct-hires and USPSC talents will be needed to allow for adjustments to shifting programmatic emphasis and to take advantage of new opportunities.

Finally, in view of our accomplishments in aggressively managing OE and program reductions, we believe maximum flexibility should be given to USAID to shift staff between the various categories (i.e, OE and Program and locally or internationally hired) as long as we remain within our overall ceiling. This will ensure the proper management and accountability of our program and the continued responsible oversight of USAID resources in a reengineered environment.

III. Environmental Compliance

EAS for comanagement plan for the classified forest in Dissa watershed under NRM.

IV. BHR Requirements

Not applicable

